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AUTHOR McCune, Shirley
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ABSTRACT

This paper presents guidelines for maintaining and extending educational opportunities in a society which is changing rapidly from one based on industry to one based on information and discusses the problems involved. Education, it is argued, must be restructured, the role of state policy and decision makers must be reconsidered, and a new set of educational equity issues must be addressed. The following six areas are examined: (1) the larger economic context for rethinking educational issues in general and educational equity issues in particular; (2) the societal context for restructuring educational systems; (3) areas for the restructuring of education (state goals, finance, educational personnel, assessment and evaluation programs, governance, outreach and decision-making structures, and special facilities, schools, and programs); (4) state roles which may be performed in the restructuring of education; (5) the use of strategic planning in restructuring the role of education; and (6) initiating an environmental strategic planning process. Throughout the paper, emphasis is placed on statewide planning activities; at the same time, it is acknowledged that the restructuring of public elementary and secondary education programs requires a national commitment and the active involvement of local and national leaders. (KH)

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RETHINKING EDUCATIONAL EQUITY: RESTRUCTURING EDUCATION FOR AN INFORMATION SOCIETY

Shirley McCune

1983 may be called the year of a new level of educational awareness--the increasing importance of education and training systems as strategic resources for our economic system, the need for the restructuring of education, a renewed attention to the role of state policy and decision makers, and the emergence of a new set of educational equity issues. There is a growing consensus that our society is in a profound transformation process of moving from an industrial to an information society. The restructuring which is under way in our society gives cause for great optimism and great concern.

Every society must consider the fundamental issue of how roles and resources are to be assigned and allocated. In the past, education and training played a major role in the sorting of individuals and groups for various roles. Indeed, the history of U. S. education could be portrayed as the successive expansion of educational opportunity and access to various groups. Today we face a new set of challenges in maintaining and extending educational opportunity.

Quality education and training is becoming a more important resource. Individual access to quality education is likely to become a more critical variable in the determination of life outcomes. In any time of significant change and restructuring, there is the temptation to wait and see what the

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impact will be on various groups in the population. Given a two-hundred-year history of struggles to extend the rights of various groups and provide a greater degree of equal access and an intense twenty-year period of educational equity reform, a wait and see attitude is unacceptable.

Although we cannot predict all of the probable changes, we can assume that the groups with fewer resources and experience in full educational participation will be those most at risk in any restructuring of our society. Each of us must engage in the review of known trends and data; the extension of our understanding of the likely, the implications and the design of action that can overcome the potential regression of existing levels of equal opportunity and increase the continued progress toward the goal of quality education for all students.

This paper will address the following issues for the purpose of examining:

- The larger economic context for rethinking education issues in general and educational equity issues in particular
- The society context for restructuring of education systems
- The areas for the restructuring of education
- The state roles which may be performed in the restructuring of education
- The use of strategic planning as a process for designing actions for restructuring the role of education
- Initiating the strategic planning process--environmental scanning.

The examination of the above issues has as its goal to provide information, stimulate questions, and provide

background information. These issues are not designed to be comprehensive or finished, but rather they are provided as a resource for deliberation.

An Economic Context for Education

There is general agreement that one of the critical issues facing the United States today is the maintenance and renewal of an economic system which can meet the needs of the American people. The United States, long a leader in world productivity and the establishment of a high standard of living, is now confronted with four major structural changes in its economic system:

- After more than three decades of rapid technological growth and innovation, the United States economic system has been dramatically restructured from an industrial economy based largely on manufacturing, to an information economy based largely on service and information activities.

- The United States economic system has become part of a global economic system and our future is inextricably bound with the economic systems of other nations.

- United States productivity and growth has declined over the past 15 years and other countries are closing the gap between their productivity levels and that of the U. S.

- Future economic and social well-being will depend, in large measure, on the ability of the U. S. to continue to provide the cutting edge technology for the rest of the world, demonstrate the ability to move a product quickly into production and proceed to the next generation of products.

If the United States is to respond to the urgency of these changed conditions, it will require an economic renewal program of a magnitude seldom seen in U. S. history. Such an economic renewal program must be built on a competitive strategy which

will enable U. S. business and industry to provide high-quality products at prices which are equal to or better than other world producers. This is increasingly difficult in that other countries can exploit their resources of raw materials, cheap labor or available capital in any form of competition.

The primary resource upon which the United States must rely is a basic increase in productivity, that is, the ability to use technology to create more in less time and the ability to develop new processes, products and knowledge. United States workers must demonstrate the ability to work smarter, faster and better than other nation's workers.

Perhaps the central need for designing any program of national economic renewal is the need to develop competitive strategies or plans which can handle the complex issues in any successful renewal program. A competitive strategy for economic renewal must confront the need for increasing our international markets, for continued and expanded technological research and development, for the retooling of a decaying industrial plant and for increased productivity.

A central strategy for each of these needs is to increase the performance of America's work force. A critical resource and component of any economic renewal plan is our education and training systems and their ability to provide the workers who can work smarter, faster and better. Increased involvement in technological applications requires a work force capable of using more sophisticated machines and equipment--a work force that is capable of problem solving and collaboration. It

also requires a work force that is capable of understanding and using technology and participating in decision making which requires a basic scientific and technological literacy.

In short, education and training become central activities for economic development. High quality education and training systems are not a luxury in our global, information society; they are a necessity for competing with other nations for world markets and maintaining our standard of living.

Just as there is need for restructuring of the economic system, there is also need for the restructuring of education and training systems. The ultimate outcome or mission of improving and restructuring our education and training systems includes:

- Significantly increasing the pool of highly trained mathematicians, scientists, engineers and computer scientists needed to advance technology and technological applications essential for economic growth.
- Significantly increasing the general levels of knowledge and skills of the total population which, in turn, can increase productivity in all areas, provide a sufficient supply of technicians for high-technology activities and prepare a population capable of consuming information-related services.
- Extending our capabilities for lifelong training and for the retraining of groups within our population whose jobs are gone.
- Raising the levels of human capability and productivity (human capital) in ways that maintain and extend equal opportunity and access for all groups within the population.

Achieving this level of restructuring will require the involvement of all areas of education--postsecondary education, training systems, vocational education and community education programs. The basic building block for a restructuring program

begins with public elementary and secondary education systems. Their success is essential to extend the goals and achievements of education at other levels.

The restructuring of public elementary and secondary education programs requires a national commitment and the active involvement of leaders at state, local, and national levels. The restructuring requires:

- Establishing goals, directions, and expectations for educational achievement and mastery of knowledge and skills.
- Increasing the quality and quantity of time devoted to educational and learning activities through extension of the school day, the school year, and more effective involvement of parents and community learning resources.
- Encouraging academic excellence and achievement by measuring individual mastery and improvement of skills rather than artificial time and age requirements.
- Improving the quality and quantity of educational personnel through the attraction of capable persons into the education work force, the continuous upgrading of knowledge and skills, and the measurement of effectiveness according to objective measures of student mastery and achievement.
- Improving the management of education programs by increasing the skills of educational administrators, providing recognition and rewards for improved management, and utilizing exemplary management skills and processes currently used in business and industry.
- Developing and implementing models which can involve business-industry, community institutions, mass media, computer networks and home instruction systems in more systematic and collaborative efforts to improve learning.
- Increasing the rewards and recognition for exemplary education service by providing additional pay, incentive pay for student achievement, developing an excellence recognition program, and increasing the

psychological and learning rewards of education careers.

- Providing the financial resources, technical assistance and support systems necessary for the improvement of the education system.

The task of bringing about the necessary changes in education at the levels needed for economic renewal is not easy. It will require dedicated leadership at state, local, and national levels. Leadership that is aware of the needs and committed to finding solutions that are in keeping with the diverse state and local responsibilities for the provision of education. It will require a continuing attention to the monitoring of equal access and the correction of identified problems.

The Societal Context for Educational Change

The need for some examination of the societal context for change begins with a restatement of the basic, paradoxical functions of education in any society. Education must:

- Maintain the knowledge and experience of the past and transmit it to the youth as a means of their basic preparation for adult roles--in this sense education is a conserving or conservative institution.

- Anticipate the future and design selective knowledge, experiences and skills which will be essential to youth's participation in a future society--in this sense education provides a means to facilitate social change.

Education programs always reflect the values and the goals of a society. The fact that our society produces 1,000 lawyers for every 100 engineers and that Japan produces 1,000 engineers for every 100 lawyers suggests a difference in orientation and values between the two societies. Educators must understand

the larger social context and values if they are to be effective in preparing students for full participation in society. Knowledge of this context is essential even when the goal is to change the emphasis and values of the larger society.

The formulation provided in John Naisbitt's book, Megatrends: Ten New Directions Transforming our Lives, and the extension of this data base contained in the Trend Report provides one way of thinking about the larger societal context and the implications for education. John Naisbitt's observation that it is easier to ride a horse in the direction it is already going is useful as we begin to examine the needs for change and the strategies which might be pursued as we work to restructure and improve education.

Some of the "megatrends" or consistent changes which are evident across the various sectors of the society are:

Our society is moving from an industrial to an information society.

Economist Marc Porat indicates that the United States ceased being an industrial economy and became an information economy in 1963, when 53% of the gross national earnings were reported to be in the information sector. Another indication of this trend is found in the employment of the work force. In 1950, 55% of the paid work force was employed in industry; today only about 18% are employed in industry. By contrast, 28% were employed in service and information jobs in 1950 and today more than 56% are employed in these sectors.

This shift in the nature of available jobs raises issues about the emphasis of elementary and secondary education programs as well as the context, enrollments, and support of postsecondary, vocational and continuing education programs. Many have suggested that the importance of basic skills is increased and there is need for developing new levels of the higher order skills of analysis, synthesis, problem solving and creativity.

Our society is moving from a centralized to a decentralized society.

Two primary events--the Great Depression and World War II--served as major stimuli for the centralization of our society. The move in a centralized society was toward big business, big government, big unions and a vertical type of organization. During recent years this trend was reversed and decentralization can be seen in the New Federalism proposals, the emphasis on block grants and a general trend to solve problems at state or local levels (horizontal structure).

Within education, this trend is evident in the increasingly important role of state and local governments. It can likewise be seen in the shift in emphasis from using the district as a unit of analysis to using the individual school as a unit of analysis. Greater attention has been focused on the school principal as a key educational leader.

Our society is moving from a national economy to a global economy.

The isolation that characterized American foreign policy at the turn of the century is clearly a phenomenon of the past. Today, the condition of our economy depends in large measure on ability to provide goods and services to other countries throughout the world. What happens in Central America, Iran, China, Japan, Russia or any other country of the world can have a profound effect on our economic well-being and the way we organize our lives.

In general, American education has not considered the need to prepare students for being a citizen of a global village as a priority activity. In fact, bilingual education is, in large measure, considered a deficit for students rather than an asset which can be used in productive ways. There is a similar lack of emphasis on understanding the cultures of other countries. These needs are likely to lead to an increased emphasis on foreign languages and the extension of global educational activities and programs.

Our society is moving simultaneously toward high technology and toward "high touch."

When technology is not accompanied by a compensating "high touch" aspect (those activities which contain strong elements of human response), the technology probably will be rejected. The compensating response to the high technology of television was group therapy and the human potential movement. CB radios and walkie talkie systems became a national craze and they have

been incorporated into our daily lives because they provide ways for many to maintain communication with other people.

This trend is evident in education by the initial lack of acceptance of microcomputers. Computer-assisted instruction using mainframe or minicomputers has been demonstrated but it was not widely used because it was difficult for students and teachers to have consistent hands-on experiences and utilize their full capacity. The introduction of arcade games and the home computer have changed the picture dramatically.

Microcomputers are becoming an essential component of education programs. Schools are under pressure to acquire them and use them for instructional, administrative and general information processes.

Society is moving from either/or to a society of multiple options.

At one time the choices in education were largely either/or. One was involved in academic programs or vocational programs, in private schools or public schools, in K-12 education, or postsecondary education. Today, the lines are blurring and more options are being provided for citizens. Community colleges are one example of the trend to meet a variety of needs and to continue one's options for education.

Elementary and secondary education programs typically were designed to provide a consistent program for all students in the district. While some options were provided in secondary schools, the choices were comparatively limited. Today we see the magnet schools, alternative school, and enrichment programs

as examples of efforts to provide multiple options for students within the educational system. There are magnet or alternative schools for basic skills, science and mathematics, performing arts, language studies and gifted programs. These alternatives are part of a continuing effort to serve the range of values and needs found in nearly every community.

Society is moving from a pattern of institutional help to self-help.

A characteristic of the centralized, industrial U. S. society was the trend of expecting institutions to meet individual and societal needs. This trend was reversed as evidenced in the wellness movement, the increased use of barter, cooperative living arrangements, and self-help networks. The reversed trend is evident in education by the rapid expansion of the use of home computers for learning and educational purposes, the expectations that individuals must fund a greater proportion of their learning costs, and the expansion of school fees.

Other trends which the Naisbitt group have identified include:

From	To
North	South
Business as usual	Accountability
Hierarchies	Networking
Economies of scale	Appropriate scale
Managerial society	Entrepreneurial society
Representative democracy	Participative democracy
Family as basic unit	Individual as basic unit
Party politics	Issue politics
Machismo society	Androgynous society

The social, political, and economic contexts which bring about and are modified by these trends provide the starting point for examining the needs for the restructuring of education programs, policies, and practices. These trends have and will continue to have a profound effect on education. The task must be to anticipate the impact of these trends on education, develop strategies for utilizing or counteracting their impact, and develop action efforts which can lead to positive outcomes.

Restructuring and Improving Education

Any decision for improving education is based in large measure on three key assumptions:

- The information society is now an economic reality and it is rapidly becoming a social, political, institutional, and personal reality.
- Economic institutions have been engaged in a considerable restructuring effort in order to meet the changed conditions of our society; education must similarly involve itself in a basic restructuring process if it is to remain relevant to the needs of an information society.
- Much of the critical leadership essential for the restructuring of education must come from the efforts of local and state leaders.

There are many ways to examine the restructuring needs of education at the state and local level. One way to think about the restructuring of education is to consider the areas where states can influence public (and to a lesser extent private) elementary and secondary education programs and begin to identify likely changes.

States have the responsibility for education programs and they implement this responsibility by developing policies,

programs, or laws in six basic areas. These areas and a listing of mechanisms for determining directions in these areas include:

Areas for State Action

1. Determination of state goals for educational programs:

   -- curriculum guidelines
   -- accreditation requirements
   -- testing areas
   -- state financing
   -- state programs
   -- state technical assistance

2. Financing of educational programs:

   -- general aid programs
   -- special aid programs
   -- incentive programs
   -- equalization requirements
   -- tax incentive programs

3. Preparation and development of educational personnel:

   -- preservice education programs
   -- program accreditation
   -- individual certification
   -- funding incentives
   -- in-service education
   -- in-service programs
   -- in-service funding
   -- continuing certification requirements

4. Assessment and evaluation programs:

   -- state assessments
   -- student competency programs
   -- teacher/administrator competency programs
   -- state program accreditation

5. Governance, outreach and decision-making structures:

   -- guidelines for program implementation
   -- delineation of responsible authorities
   -- involvement requirements (advisory committees, notices, open hearings)
   -- grievance and complaint procedures
   -- audit and reporting requirements
   -- business/industry involvements or incentives

6. Special facilities, schools and programs:

-- state facilities (vocational schools, schools for the handicapped, schools in correctional or medical settings, and state residential schools, such as schools for the performing arts or schools for science and mathematics, etc.)
-- special programs (summer science camps, scholarship programs, summer institutes, etc.)

Given that these are the key areas where state leadership and direction may be provided, it is essential to identify the ways in which education programs may be restructured. An incomplete outline of some of these changes is provided below as a stimulus for thinking. It is important to understand that the movement from an industrial to an information society does not imply an either/or type of choice, but rather that the items included in the information society lists are extensions of the past and a change in emphasis rather than an abandonment of the past.

Area	Industrial Society	Information Society
Goals of Education	Emphasis	Emphasis
Cognitive Goals	Basic Skills	Stronger, higher order skills
	Specific training	Generalizable skills
	Right to read	Right to excel
	Unicultural	Global education
	Literacy as survival	Many literacies, more than 1 language
Affective Goals	Large organization skills	Small group skills
	Organization dependent	Independent entrepreneur
	Single family orientation	Support group orientation
	Distinct subject areas	Synergistic study areas
	Student as passive recipient	Student as integral part in community

Curriculum	General, diversified	Science and math emphasis
	Print oriented	Computer literacy
	Physical education	Physical/mental well-being
Job Preparation	Single-career preparation	Multiple-career preparation
	Late skill development	Early skill development
	Distinct vocational education programs	Career/vocational education as integral part of educational community experience
Financing of Education	Institutional financed	User financed
	Public sector	Public/private sector collaboration
Delivery Systems	Total district system	Neighborhood models
	Central office oriented	School-based management
	Superintendent focused	Principal focused
	Formal board community leadership	Informal parent-neighborhood leadership
	Business as a consumer of school output	Business as a participant
	Group instruction	Individualized programs
	District structure standards	Neighborhood variations
	Standardized programs	Multiple option programs
Educational Personnel	Teacher as subject matter expert	Teacher helps students get and use information
	Teacher as standards setter	Teacher as self-concept developer
	Principal as middle manager for central office	Principal as manager, curriculum leader, staff developer, and neighborhood contact

	Superintendent as professional educator	Superintendent as politician and integrated community leader with specialized education expertise
	Superintendent as status quo leader	Superintendent as educational leader and community resource developer
Assessment and Evaluation	Diffused routine accountability/ assessment	Achievement/performance accountability
	Teacher/administrator performance measured by judgment	Data-based performance measures
	Periodic assessment	Ongoing assessment for educational diagnosis
	Teacher/administrator performance used as baseline standards	Teacher/administrator performance used for incentive pay
Community Relationship	Parent as passive consumer	Parent as participant consumer/ decision maker
	School district youth oriented	School district life long learning oriented
	School as isolated educational institution	School as community service institution

State improvement programs begin with some understanding of what works in education. The National Institute of Education has devoted considerable effort in recent years to conduct studies which examine the characteristics of effective schools, effective administration and management, and effective teaching. Some of the results of these studies are summarized below.

The findings of this research may be grouped into two areas--research and the teaching/learning process, and research

on the structure and management of schools. With respect to the first area, some of the findings are outlined below:

1. The amount of time devoted to academic learning varied widely. Effective teachers were able to allocate more time for instruction, were able to engage students in learning tasks and engage them when they were performing at high success rates (allocated time, engaged time, and academic learning time).

2. The organization, planning and scheduling of activities were essential to effective classroom management. Efforts to devote time to advanced planning and preparation before the school year began, to train students into a routine of activities at the beginning of the year, and to facilitate effective group relationships among heterogenous students all contributed to effective classroom management.

3. In general, structured programs were more successful than individualized or discovery programs. Effective teachers were able to:

   - structure learning experiences
   - proceed in small steps but at a rapid pace
   - give detailed and redundant instructions and explanations
   - use a high frequency of questions and overt, active practice
   - provide feedback and corrections, especially at initial stages of learning
   - have a student success rate of 80% or higher on initial learning tasks

- divide seat-work assignments into smaller segments or devise ways for frequent individual monitoring of students
- provide for continued student practice (over-learning) so that students have a high success rate and become confident, rapid and firm in their learning

Some of the findings of the improvement literature which are related to the structure and management of effective schools include:

1. There is a strong administrative leadership, usually the principal, especially in regard to instructional goals and outcomes.
2. There is clear school-wide emphasis on basic skills which is agreed to by all members of the staff.
3. Teachers expect that students can reach high levels of achievement and their behaviors communicate this expectation.
4. There is a system for monitoring and assessing pupil performance which is tied to the instructional objectives.
5. The school climate is conducive to learning in that there is safety, order, and discipline.

When the factors which account for success at the local level are understood, then the process of backward mapping can begin. This approach involves identifying the state policies and programs which can support the development, maintenance, or extension of the effective practices. It is this process which requires not only in-depth knowledge of curriculum and the structure of local programs but also the policy making and policy implementation processes of states.

Designing a State Role for Change

The responsibilities for state educational decision making are widely diffused between the executive branch, state boards, state legislators, and state education executives. Each of these groups performs a critical role and many of the functions performed can be initiated or performed by various state leaders. Each state has evolved a structure and method of operation for educational decision making. These are based, in large measure, on the history and traditions of the state, the governance structures, and the styles and interests of the individuals occupying various state leadership roles.

The decentralization of federal initiatives has expanded the role and potential leadership of states. Some states have moved into this expanded role comparatively easily, while others continue to experience difficulty in quality educational decision making.

Quality decision making requires a number of managerial processes. Frequently, these processes are not established in the states and information needed for decision making may not be available. States can be effective in their educational decision making to the extent that they have developed processes or structures for:

1. Comprehensive planning efforts.

   Perhaps one of the most difficult aspects of state education decision making is the lack of structures and processes for planning. Educational planning occurs at a variety of levels--strategic planning which establishes

direction for educational programs, operational planning performed by state agency staff with responsibilities for the implementation of programs; program planning by local decision makers, and program delivery by educators. Table 1 outlines a way of considering the responsibilities for planning efforts. States are beginning to move toward strategic planning efforts which would involve key leaders and result in a state plan for education.

2. An in-depth data base on the economic, demographic, educational, and social political factors which influence educational programs.

Just as the needs of states differ widely, so do the needs of individual districts. State decision makers and policy makers need a range of information in each of these areas if they are to make wise state policies. A few states have established computerized data bases which would provide critical information in, at least, some of these areas. There is, however, a continuing need for states to monitor the needs, progress, and status of local districts if they are to tailor policies and programs to the range of state needs.

3. Opportunities for state leaders to meet and learn about policy issues.

One of the characteristics of a centralized society is that persons occupying the same role groups tend to

Table 1

ROLES AND RESPONSIBILITIES FOR STATE EDUCATIONAL PROGRAMS AND ACTIVITIES

Function	Role Groups	Outcomes
Strategic Planning and Management (mission & goals of education, resources, personnel, and assessment guidelines	Governors and State legislators	Statements of goals, state laws & policies, state reports, & assessments
Operational Planning & Management (Specification of progress, guidelines, policies, administration of resources, standard setting, data collection, & evaluation, etc.)	State executive officers & boards (chief state school officers, state higher education executive officers, state boards, etc.)	Administrative structures, guidelines, & services
Program Planning and Management (design of community education programs, day-to-day management of programs)	Local school superintendents & school boards Institutional executives & boards	District or institution program plans, program administration, & evaluation
Program Delivery (direct responsibility for delivery of quality programs)	Local principals, teachers, counselors, & support personnel	Quality of education programs

meet but there are seldom opportunities for leaders with different responsibilities to meet and discuss state education programs and problems. State seminars and other forms of interaction among state leaders are needed as a precondition to understanding differing perspectives and to make maximum use of state resources.

4. Policy analysis capabilities.

   Identifying the potential impact of a proposed law or policy is a critical step in its consideration. Policy analysts are often found working in state legislatures and sometimes with state education agencies. As the responsibilities for decision making are extended to states, there is a need for increasing their policy analysis capability.

5. Assessment and evaluation systems.

   A majority of states have various forms of student, teacher, or program assessment and evaluation systems. They are extremely useful for the state decision making process. In many instances, however, these assessment and evaluation systems are limited or fragmented, and critical concerns or issues are not identified. Considerable attention needs to be given to strengthening and in most instances expanding these systems.

6. Preparation of personnel to perform staff roles at state levels.

   Although some schools of teacher and administrator education provide courses on state policies, few if any

provide in-depth training to prepare students for careers in state policy making. Systematic preparation and continuing education programs are essential if states are to remain up to date and effective in their decision making process.

These functions can be upgraded and strengthened in nearly every state and should to be a priority for the improvement of state educational policies and programs.

The following questions are designed to help you think about the actions which are needed to support the restructuring of education in your state and the role which you can perform in doing so.

Status of Restructuring in Your State

- On the basis of your information about educational restructuring in your state, where would you rate the current level of progress?
- Where would you place the priorities for educational restructuring and improvement in your state?
- What steps do you believe are necessary before these priorities can be addressed?
- What components/processes are needed to improve the effectiveness of state leadership, policy and decision making?
- How would you describe the educational leadership in your state in terms of their articulation of needs and in developing support for education programs?
- What do you believe are the critical next steps for the restructuring of education in your state?

Strategic Planning: A Tool for Restructuring and Change

The need for planning programs which can chart a direction or course for the future is acknowledged widely as a need but seldom utilized by institutions or policy makers. Some of the

most common barriers to traditional long-range planning efforts are:

- long-range planning is complicated and time consuming.
- planning frequently highlights or extends the gaps between planners and doers.
- frequent changes in governance, administrations, and staff disrupt the process.
- budgets are seldom linked to program goals and plans.

These problems have led to the development of a modified planning process--a process oriented to changes in the environment, a process which uses decision makers' judgments, and a process of continuing review and modification to fit changing needs and environments. The process, developed in business and industry, has potential for application in the public sector.

Strategic planning is described by Baldridge and Okomi (1982) as:

> The central focus of strategic planning is developing a good fit between the organization's activities and the demands of surrounding environments. Strategic planning looks at the big picture: the long-range destiny of the institution, the competition between this organization and others in its environment, the market for organizational products and services, and the mix of internal resources to accomplish the organization's purposes.

The goal of strategic planning is focused on making wise decisions more than producing a set of plans. It emphasizes flexibility and a quick response to changes in the outside environment. It is more concerned with doing the right things than doing things right.

Strategic planning is usually done at the top levels of the organization and it is organized to answer questions such

as "Where are we going?", "What business are we really in?", and "What is the future of the organization?" These questions are equally as important to state educational decision makers. Developing the answers to these questions provides a framework for developing operational, program, and tactical plans which are usually performed at lower levels.

There are a variety of models for strategic planning which may be used but most use two key elements--the development of a consensus as to a strategic vision of what is to be accomplished, and a review of relevant available data (known as environmental scanning). An example of a strategic vision was when President Kennedy articulated the vision of getting a man on the moon. Currently, Governor Robert Graham is articulating the strategic vision of moving achievement test scores of Florida students from 36th place to 3rd place in the nation.

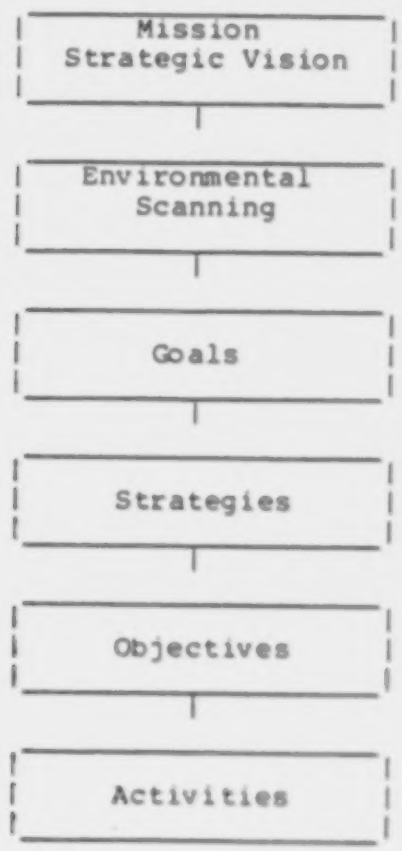
Strategic plans are usually prepared for a two-to-three year period of time, but periodic evaluations and environmental scanning activities are used to review the plan and make any necessary modifications or additions.

If strategic planning is to be effective, it is important that all the key decision makers are involved in the process at some point. Task forces, committees, citizens' boards, school boards, etc. are all examples of groups which might initiate or coordinate strategic planning efforts.

The development of a strategic plan begins with the formulation of a strategic vision or goal which can serve as a motivation for progress. The strategic vision may be limited,

e.g., increasing the achievement scores of students in a state from X place to Y place, or it may consist of a number of related goals. Strategic planning is not linear and orderly, but the following provides a visual outline of usual steps in strategic planning.

Strategic Planning Model



A beginning point for considering the strategic vision is to consider the outcomes of your vision for future education programs. The following questions are designed to help you identify a vision for your state.

Building a Strategic Vision

1. What is your strategic vision for education and training systems in your state?

2. How widely do you believe this vision would be shared among groups in your community?

3. How well does your vision serve the needs of all groups in your community?

4. Look back on your vision for education in your state.

   Does it

   - consider changing technologies--the potential impact and opportunities which it provides?
   - include social sciences and humanistic content as well as the physical sciences?
   - include the need for improved education for all groups in your state?
   - consider the language and cultural studies needed for global participation?
   - respond to trends and the context of the larger society?

5. In what ways, if any, would you modify the vision for your state?

Initiating An Environmental Scanning Process

The "environmental scanning" process was developed in response to the realization that change often happens so quickly that plans need to be revised frequently. Sometimes there will be a need for extensive revision of the plan, or we may simply identify the need for minor changes. Environmental scanning should include consideration of the national economic and social context outlined earlier. In addition, the specific characteristics of the state should be examined. One way of considering ing state factors relevant to education is to consider the demographic, economic, social/political, and educational "situations" in your state.

The following questions are designed to help you begin to identify those factors which are important for developing a strategic plan for your state.

State Demographic Factors

1. What has been the pattern of school enrollments in your state and what is your best estimate of future enrollments?

2. What are the enrollments by grade levels and what is the percentage of the dropout rates?

3. What are the number of students in special programs (handicapped, compensatory education, bilingual education, gifted and talented, vocational programs, etc.)?

4. What is the racial/ethnic composition of the students in the various programs?

5. What are the percentages of female and male students in the various programs?

6. Is there a disproportionate representation of students to programs by race, ethnic group, or sex?

7. What groups within the state do you believe are best served by the schools? What groups do you believe are least well served by the schools?

8. What other demographic characteristics can you identify that are relevant to education programs in your state?

9. What changes, if any, do you anticipate in the demographic characteristics of the state?

Economic Factors

1. What is the general fiscal condition of the state? The districts?

2. What fiscal problems or windfalls do you expect in the future?

3. Where does your state rank in its support of education programs?

4. What programs or activities have been best funded? What programs or activities have been least well-funded?

5. How would you describe the general support of schools and citizens' willingness to provide resources for the schools?

6. What other economic factors are likely to affect education in your state?

7. What are the economic costs to the state of <u>not</u> funding education programs?

<u>Socio/Political Factors</u>

1. How would you describe the general political support of schools in your state?

2. What do you think are the general community perceptions of the state's education and training systems?

3. What types of activities or improvements would the state be most likely to support?

4. What organizations, business, industries, leaders have provided support to the schools and how would you go about increasing this support?

5. What other factors could you identify which affect the socio-political climate of the community and which have relevance for education programs?

<u>Educational Factors</u>

1. Educational programs consist of students, curriculum, and staff. Most improvement efforts address each of these but many emphasize one as a starting point. Some assessment of the current status of each needs to be made before a plan is developed. How would you rate the strengths and weaknesses of each of the following within the schools in your state?

	<u>Strengths</u>	<u>Weaknesses</u>
Student Achievement		
Student Curriculum		
Teaching Staff		
Management Staff		
Support Staff		

2. What actions can the state leaders take to maintain strengths and overcome weaknesses?

	<u>Strengths</u>	<u>Weaknesses</u>
Legislation		
Policies		
Programs		

These processes need to be repeated with key state leaders and reviewed by a variety of groups in the state as a means of increasing involvement and commitment. Task forces, informal conferences, boards, commissions, and other similar groups should be involved in similar processes as a means of developing a consensus for state action.

Based on the examination, identification, and results of the environmental scanning process, goals are established. Once goals have been determined by the key decision makers, the following planning framework to operationalize the goals should be considered:

State Planning Functions

Type of Planning	Questions to be Addressed	Persons Involved	Outcomes
1. Strategic planning and management (state educational goals and mission of the agency). Relevance of state programs to local needs.	Are we going in the right directions?	Top decision makers with input Chief state school officers, governor, board(s), top staff.	State mission statement. State strategic goals. Time line of critical decision points.
2. Program planning and management. Effectiveness of agency activities for implementing mission.	Are we doing the right thing? (To achieve our mission).	Chief state school office and SEA management staff.	Agency program plans with objectives, timelines, and budget allocations.
3. Program delivery and management. Efficiency of agency efforts.	Are we doing things right?	Program and project staff.	Program plans and unit plans.

The State Planning Functions framework provides the context for program planning and program delivery (specifying strategies, objectives, and activities) to begin addressing the strategic vision goals.

In the process of undertaking the strategic planning process, state agencies need to keep in mind three components for maintaining a high level agency-staff capability. These include:

- Procedures for regular staff reporting and interaction among staff which can facilitate coordination and opportunities for staff to learn from each other.
- A continuing information program which keeps staff up-to-date on relevant research, program models, educational policies, and education concerns (the content of state education interest).
- An ongoing effort to extend the process skills of staff (e.g., consultation, training, management, program design and program improvement, evaluation, data system use, etc.).

Perhaps the need for strategic planning can best be summarized in the following chart that outlines the stages in our development toward the information society.

	Agricultural	Industrial	Information
Strategic Resource	Land-Raw Materials	Capital	Data Information
Transforming Resource	Human Energy	Processed Energy	Intellectual Conceptual Ability (apply information)
Time Orientation	Past	Present	Future

When we view this chart, it becomes easier to understand why human capital information is a critical task for all institutions. It also calls for us to realize that the goals, organizations and way of working on an industrial society are not adequate for an information society. Similarly, bilingual education, race and gender equity, and educational programs in general no matter how effective may need to be reexamined and restructured in ways that they are more "in sync" with the needs of an information society.

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